

Message Text

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ORIGIN SP-02

INFO OCT-01 ISO-00 SSO-00 SS-15 /018 R

66011

DRAFTED BY: S/P:MASPIEGEL

APPROVED BY: S/P:PKREISBERG

S/S:SESTEINER

-----212302Z 126728 /66

O 212244Z MAY 77 ZFF4

FM SECSTATE WASHDC

TO AMEMBASSY BELGRADE NIACT IMMEDIATE

S E C R E T STATE 118028

FOR TONY LAKE, VP'S PARTY

FOLLOWING REPEAT USUN 1556 ACTION SECSTATE LONDON
PARIS PRETORIA CAPE TOWN DTD 17 MAY

QTE

S E C R E T USUN 1556

CAPE TOWN FOR EMBASSY

E.O. 11652: GDS

TAGS: PFOR, UNSC, RH

SUBJECT: EXPANSION OF SANCTIONS AGAINST RHODESIA

REF: STATE 110256

1. MISOFF'S MET WITH UKUN HEAD OF CHANCERY BYATT, LEGAL ADVISER
FIFOOT AND ADVISER BRIGHTY 17 MAY TO DISCUSS PROPOSALS
FOR SECURITY COUNCIL ACTION TO DEAL WITH SOUTH AFRICAN TRANSHIP-
MENT VIOLATIONS OF ECONOMIC SANCTIONS (REFTEL PARA 2) AND TO CURB
MERCENARY ENLISTMENTS IN RHODESIAN ARMED SERVICES.(REFTEL PARA 4).

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2. INITIAL UKUN REACTION TO REFTEL PARA 2 PROPOSAL CONCERNING SOUTH
AFRICAN TRANSHIPMENT PROBLEM WAS VERY CAUTIOUS. BYATT SAID BEST
PLACE TO DISCUSS SANCTIONS EXTENSIONS IS LONDON, NOT NEW YORK, AND
THEY HOPED THAT MEB LONDON WOULD BE IN TOUCH WITH FCO. MOREOVER,
AS MANSFIEWD OF FCO TOLD EMB LONDON AT THE BEGINNING OF MAY (USUN
UNAWARE OF THIS CONVERSATION), BRITISH WOULD BE RELUCTANT TO MOVE

FOR SECURITY COUNCIL ACTION THAT WOULD HAVE THE APPEARANCE TO RHODESIANS OF NEW AND ADDITIONAL SANCTIONS SINCE THIS MIGHT SOUR RELATIONS WITH SALISBURY. MORE IMPORTANTLY, UKUN THOUGHT THAT IF PARA 2 PROPOSAL WERE SUBSTANTIAL AND NOT COSMETIC, IT WOULD, TO BE EFFECTIVE, INVOLVE THE WHOLE OF BRITISH TRADE WITH SOUTH AFRICA IN A LICENSING PROCEDURE. WHILE A CHECKING PROCEDURE LESS ONEROUS THAN A LICENSING SYSTEM COULD BE CONCEIVED, E.G., BY REQUIRING CERTIFICATION OF VALIDATION OF ORIGIN, THIS WOULD INVITE WHOLESALE CHECKING THROUGH SUBMISSION OF BOGUS CERTIFICATES.

3. IN RESPONSE TO UKUN QUESTION MISOFFS RESPONDED THAT INTERAGENCY PROPOSALS ARE SERIOUS AND NOT COSMETIC IN CHARACTER. AFRICANS AND OTHERS WOULD REGARD PARA 2 PROPOSAL AS A MAJOR STEP FORWARD ON SANCTION EVEN IF ON A CONCEPTUAL LEVEL IT COULD BE CONTENDED THAT WHAT IS INVOLVED IS MERELY A MEANS FOR GIVING BETTER EFFECT TO EXISTING SANCTIONS ON RHODESIAN TRADE. BUT UKUN FEARED THAT OUR PROPOSALS COULD BE VIEWED AS COMING CLOSE TO SANCTIONS AGAINST SOUTH AFRICA BECAUSE OF THE INTENSITY OF THE SCRUTINY THAT WOULD BE REQUIRED TO MAKE THE NEW MEASURES A REALITY. THERE WOULD BE OBVIOUS IMBALANCE IN A NEW SECURITY COUNCIL RESOLUTION OF THIS CHARACTER, WHICH WOULD, OF COURSE, INVOLVE VERY SUBSTANTIAL ADMINISTRATIVE DIFFICULTIES FOR THOSE COUNTRIES THAT TRADE WITH SOUTH AFRICA AND NONE WHATEVER FOR THOSE THAT DO NOT.

4. UKUN ALSO RAISED CERTAIN QUESTIONS CONCERNING THE FINAL PROPOSAL IN PARA 2 CALLING FOR STATES TO MAKE PHYSICAL ANALYSES OF POSSIBLE RHODESIAN-SOURCE PRODUCTS AND METALS. WE POINTED TO RECENT UN EXPERIENCE IN THIS AREA, ALTHOUGH UKUN WONDERED AS TO ITS RELEVANCE TO ORES THAT HAVE ALREADY BEEN PELLETIZED. THEY SAID THAT
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WHAT SUCCESS UK HAS HAD IN CONFISCATING RHODESIAN IMPORTS HAS BEEN NOT FROM PHYSICAL INVESTIGATION OF ORES BUT FROM BRITISH CUSTOMS UNIQUE ABILITY TO COMMAND ON-THE-SPOT PRODUCTION OF BOOKS OF IMPORTERS; CAREFUL INQUIREY USUALLY PRODUCED CORRESPONDENCE WITH RHODESIAN INTERESTS AND CONSEQUENT CONFISCATION AT THE PORT OF ENTRY. IF OTHER MAJOR TRADING COUNTRIES HAD SIMILAR POWERS AND A LIKE DESIRE TO PREVENT RHODESIAN IMPORTS, THIS WOULD BE MOST HELPFUL, THEY NOTED.

5. TURNING TO PARA 4 SUGGESTION ON MERCENARIES, UKUN SAID HMG IS LOOKING AT THE WHOLE PROBLEM OF MERCENARIES ACROSS THE BOARD. THE DIPLOCK COMMISSION, WHICH WAS CREATED IN THE LIGHT OF THE ANGOLAN EXPERIENCE, WAS AT WORK ON THIS. (COMMENT: APPRAISAL BY EMB LONDON WOULD BE APPRECIATED. END COMMENT.) THE PARA 4 PROPOSAL MIGHT BE HELPFUL BUT WOULD NOT BE FOOLPROOF SINCE THE PAYING AUTHORITY COULD SIMPLY DEPOSIT MONEYS IN SWISS BANK ACCOUNTS AVAILABLE TO MERCENARY WITHDRAWALS. MOREOVER, THE AFRICANS MIGHT URGE THAT THE SC SHOULD ACT MORE DIRECTLY TO CALL ON MEMBER STATES TO ENACT LEGISLATION MAKING IT A CRIME FOR THEIR NATIONALS TO SERVE IN THE RHODESIAN

ARMY. UKUN ALSO ASSERTED THAT THE SUGGESTION COULD GIVE RISE TO POLITICAL DIFFICULTY IN THE UK; CONSIDERING THE DUAL BRITISH-RHODESIAN NATIONALITY OF MOST WHITE SETTLERS, CONSERVATIVES COULD ARGUE THAT SC ACTION OF THIS CHARACTER COULD CRIMINALIZE DEFENSE OF FARMS AND HOMES BY THE RHODESIANS. WE SAID WE BELIEVED HMG WOULD BE ABLE TO HANDLE THIS IN VIEW OF THE UNDERLYING ILLEGALITY OF THE RHODESIAN REBELLION AND UKI.

6. MISOFFS TURNED TO ON-AGAIN/OFF-AGAIN EXTENSION OF SANCTIONS TO MAKE POSSIBLE CLOSING OF RHODESIAN INFORMATION OFFICE. WE ASKED THAT AMB RICHARD DISCUSS WITH BENINESE SC PRESIDENT POSSIBILITY OF MOVING THIS THROUGH THE SC DURING MAY. BYATT NOTED THAT RICHARD HAS HAD THIS MATTER ON HIS AGENDA, HAVING ALREADY TALKED TO RAMPHUL (MAURITIUS) ALTHOUGH WITHOUT FINAL RESULT AS YET. REITERATING OUR HOPE IT WILL BE POSSIBLE FOR THE COUNCIL TO ACT IN MAY, IF IT DOES NOT, THE PROSPECT OF CANADIAN AMB BARTON'S SC PRESIDENCY DURING JUNE SHOULD BE MORE ENCOURAGING.

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7. AT THE END OF THE DISCUSSION UKUN OFFICERS RETURNED TO PARA 2 PROPOSALS BY SAYING, MORE POSITVELY, THAT THEY PROVIDE GROUND FOR ANALYSIS AND DISCUSSION.

8. COMMENT. THIS TEL DOES NOT REPORT ON USUN ARGUMENTATION SUPPORTING INTERAGENCY PROPOSALS.. UKUN APPEARED VERY CONCERNED TO PROTECT LONDON'S FREEDOM OF ACTION. WE RECOMMEND EMBASSY LONDON PRESS INTERAGENCY PROPOSALS WITH FCO.
LEONARD UNQTE VANCE

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Message Attributes

Automatic Decaptioning: X
Capture Date: 01-Jan-1994 12:00:00 am
Channel Indicators: n/a
Current Classification: UNCLASSIFIED
Concepts: DIPLOMATIC DISCUSSIONS, SANCTIONS, MERCENARIES
Control Number: n/a
Copy: SINGLE
Sent Date: 21-May-1977 12:00:00 am
Decaption Date: 01-Jan-1960 12:00:00 am
Decaption Note:
Disposition Action: RELEASED
Disposition Approved on Date:
Disposition Case Number: n/a
Disposition Comment: 25 YEAR REVIEW
Disposition Date: 22 May 2009
Disposition Event:
Disposition History: n/a
Disposition Reason:
Disposition Remarks:
Document Number: 1977STATE118028
Document Source: CORE
Document Unique ID: 00
Drafter: S/P:MASPIEGEL
Enclosure: n/a
Executive Order: GS
Errors: N/A
Expiration:
Film Number: D770182-0686
Format: TEL
From: STATE
Handling Restrictions: n/a
Image Path:
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Legacy Key: link1977/newtext/t19770530/aaaabajc.tel
Line Count: 149
Litigation Code IDs:
Litigation Codes:
Litigation History:
Locator: TEXT ON-LINE, ON MICROFILM
Message ID: 83e1428c-c288-dd11-92da-001cc4696bcc
Office: ORIGIN SP
Original Classification: SECRET
Original Handling Restrictions: n/a
Original Previous Classification: n/a
Original Previous Handling Restrictions: n/a
Page Count: 3
Previous Channel Indicators: n/a
Previous Classification: SECRET
Previous Handling Restrictions: n/a
Reference: 77 STATE 110256
Retention: 0
Review Action: RELEASED, APPROVED
Review Content Flags:
Review Date: 10-Feb-2005 12:00:00 am
Review Event:
Review Exemptions: n/a
Review Media Identifier:
Review Release Date: n/a
Review Release Event: n/a
Review Transfer Date:
Review Withdrawn Fields: n/a
SAS ID: 2419316
Secure: OPEN
Status: NATIVE
Subject: EXPANSION OF SANCTIONS AGAINST RHODESIA
TAGS: PFOR, RH, US, UK, UNSC
To: BELGRADE
Type: TE
vdkgvwkey: odb://SAS/SAS.dbo.SAS_Docs/83e1428c-c288-dd11-92da-001cc4696bcc
Review Markings:
Margaret P. Grafeld
Declassified/Released
US Department of State
EO Systematic Review
22 May 2009
Markings: Margaret P. Grafeld Declassified/Released US Department of State EO Systematic Review 22 May 2009